

Message Text

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ACTION IO-10

INFO OCT-01 ISO-00 CIAE-00 COME-00 EB-07 INR-07 LAB-04

NSAE-00 SIL-01 IOE-00 AF-06 ARA-06 EA-07 EUR-12

NEA-10 INRE-00 SS-15 SSO-00 NSC-05 NSCE-00 SP-02 L-03

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FM USMISSION GENEVA

TO SECSTATE WASHDC IMMEDIATE NIACT 6193

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E.O. 11652: GDS

TAGS: ILO

SUBJECT: WITHDRAWAL FROM THE ILO

REF: STATE 236423

1. MISSION BELIEVES THAT, JUSTIFIABLY OR NOT, US
WILL BE VULNERABLE TO CRITICISM IF AND WHEN IT ANNOUNCES
INTENTION QUIT ILO. HOWEVER, MISSION CINTINUES TO
BELIEVE THAT NOTICE OF INTENT MAY BE AN EFFECTIVE
WAY, BUT NOT NECESSARILY THE ONLY ONE, OF ACHIEVING
US AIMS IN ILO BUT THAT IT SHOULD BE GIVEN, IF AT
ALL, ONLY AFTER US AIMS RELATING TO FUTURE OF THE
ORGANIZATION ARE AGREED UPON AND A GENERAL SCENARIO
WORKED OUT AS TO HOW USG INTENDS PROCEED IN THE TWO
YEARS GRACE PERIOD BETWEEN GIVING NOTICE AND ACTUALLY
WITHDRAWING. ONCE US AIMS ARE CLEAR, IT MAY BE
FOUND THAT THERE EXIST OTHER TECHNIQUES FOR ACHIEVING
THEM SHORT OF GIVING NOTICE WHICH WILL EVOKE LESS
CRITICIS. IT DOES NOT SEEM TO US THAT INTERNATIONAL
CRITICISM SHOULD BE THE ONLY OR EVEN THE MAIN CRITERION
FOR DECISION. OBVIOUSLY EFFECT OF GIVING NOTICE ON US
POSITION IN UN AND OTHR INTERNATIONAL ORGANITATIONS
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AS WELL AS FOREIGN RLATIONS GENERALLY MUST BE WEIGHED.

IT IS NOT JUST A LABOR ISSUE. WE SHOULD BE PREPARED BOTH BEFORE AND AFTER TAKING DECISION (WHETHER IT BE WITHDRAWAL OR SOMETHING LESS) TO BE ABLE TO EXPLAIN OUR RATIONALE TO OTHER NATIONS AND KEY INTERNATIONAL FIGURES, NOTABLY TO SUCH AS DG BLANCHARD.

2. TH PRESUMPTION IS THAT USG WOULD BE WILLING UNDERTAKE THE NECESSARY ACTIONS TO ACHIEVE CERTAIN POSITIVE GOALS IN ILO AS A CONDITION OF ITS CONTINUED PARTICIPATION. IF THE ILO HAS A VALUE TO US, THEN WE SHOULD BE IN A POSITION TO DEFINE WHAT THAT VALUE IS, AND WHETHER THESE VALUES ARE REALIZABLE IN THE ILO AS IT PRESENTLY EXISTS OR WHETHER CHANGES ARE MANDATORY.

3. FROM THE POINT OF VIEW OF ILO-US RELATIONS, OUR MOTIVE IN GIVING NOTICE WOULD BE ACCENTUATE OUR CONTINUING INTEREST IN THE WELL BEING OF THE ORGANIZATION BUT AT THE SAME TIME SETTING A DEADLINE FOR REFORM.

4. BUT AS REFTEL IMPLIES, SUCH AN ACTION WILL BRING IN ITS WAKE A VARIETY OF CRITICISMS. REPS IN GENEVA OF DEVELOPING COUNTRIES ARE NOT YET AWARE OF OUR POSSIBLE ACTION AND NO REACTION NOTICED HERE YET. UNDOUBTEDLY, IF WE GIVE NOTICE, SOME MILITANT LEADERS WILL GET A FRESH REASON TO CONTINUE CONFRONTATION TACTICS. OTHERS WILL FEEL BADLY LET DOWN IF IT NOT EXPLAINED WELL. THE WEO'S MOST OF WHOM ARE AWARE OF OUR POSSIBLE ACTION AND OF THE FACT THAT THE US IS THE MAJOR CONTRIBUTOR, MAY BE EXPECTED TO LOOK AT THEIR POCKETBOOKS AND WONDER HOW THE BUDGET CAN BE MET WITHOUT INCREASING THEIR INPUT. THE LDC'S, ALSO AWARE OF THE IMPORTANCE OF US BUDGETARY AND EXTRA-BUDGETARY INPUT, MAY WELL CHARACTERIZE OUR NOTICE OF INTENT AS PROOF OF US "DUPLEXITY" IN LIGHT OF OUR POSTURE AT 7TH SPECIAL SESSION. THE EASTERN BLOC AND OTHER SELF-STYLED LEADERS OF THE THIRD WORLD MAY BE EXPECTED TO PICK UP THIS REFRAIN IN ILO AND OTHER FORA WHEN IT APPEARS TO SUIT THEIR PURPOSES.

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5. SUCH CRITICISMS ARE SOMEWHAT BESIDE TH POINT, WHICH IS TO DEFINE OR REDEFINE THE OBJECTIVES OF THE ILO IN TERMS OF WHAT IT CAN PROPERLY BEST DO IN A CHANGING WORLD IN A MANNER IN WHICH US CAN POSITIVELY PARTICIPATE IN THE YEARS TO COME. AND EVEN UPON GIVING NOTICE OF WITHDRAWAL WE WOULD HAVE TWO YEARS IN WHICH TO MEASURE THE RESULTS.

6. FAILING TO TAKE A POSITIVE FORTHRIGHT APPROACH
AND THEREBY LETTING THINGS DRIFT MAY -- DESPITE RECENT
FAVORABLE SENATE ACTION-RESULT AT SOME POINT IN OUR
BEING IN ARREARS TO THEEXTENT OF LOSING VOTING RIGHTS,
WHICH WOULD LEAD TO WEO AND LDC CRITICISM OF US
DEFAULT ALONG SAME LINES AS NOTICE TO WITHDRAW WOULD
VOKE.

7. HINTS OF CONCERN ABOUT POSSIBLE US WITHDRAWAL
FROM ILO HAVE BEEN RECEIVED FROM OTHER SPECIALIZED
AGENCY DGS HERE, WHOSE INTEREST AT THIS TIME SEEMS
CLEARLY PAROCHIAL AND RATHER IN THE NATUREOF FISHING
FOR INFORMATION. WHETHER THESE CONCERNS WOULD LEAD
TO SOMEMOREFORMAL EXPRESSION OF DISMAY ON PART OF
UN IS CONJECTURAL, BUT WE MAY EXPECT THAT IF NOTICE
IS GIVENTO ILO THERE WILL BE A WAVEOF REACTION
WHICH MIGHT BE AMELIORATED BY TELLING THEM IN ADVANCE
IF US DECIDES TO WITHDRAW.

8. IN SUM, THE US RUNS THE RISK OF CRITICISM FOR
EITHER GIVING NOTICEOR FOR NOT PAYING UP, WITH THE
ADDITIONAL CONSIDERATION THAT WHATEVER SOLUTION IS
FOUND US LABOR CAN EXERCISE A FORMIDABLE NEGATIVE
IMPACT ON THE ORGANIZATIIN BY SIMPLY IGNORING THE
ILO AS IT HAS DONE TO A DEGREE IN THE PAST.

9. OUR RECOMMNDATION, THEREFORE, IS TO CONTINUE
SERIOUSLY TO CONSIDER GIVING NOTICEOF INTENT TO
WITHDRAW UNDER THE CONDITIONS OUTLINED ABOVE AND
PREVIOUSLY. CRITICISM WILL UNDOUBTEDLY ENSUE, BUT
IT MAY BE MORE ADVANTAGEOUS IN THE LONG RUN TO BE
CRITICIZED FOR TAKING AN INITIATIVE THAN FOR
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FOLLOWING A POLICY OF DRIFT.DALE

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